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ABSTRACT

An overview of minority recruitment problems, laws, and experiences with American law enforcement personnel is provided in this manual. Potential areas of discrimination in the law enforcement personnel system are investigated. The mechanics of career development are addressed in order to demonstrate its importance in recruitment and especially in minority recruitment. The answers to two questions are sought: "Why should I join your department?" and "What kind of career will I have in the department?" The need for long range planning of minority recruitment programs is examined. The role of evaluation in the assessment of the success of these programs is discussed. The results of a survey of minority peace officers in Ohio are provided. (Author/MC)

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Ohio Peace Officer Training Academy

Minority Recruitment Manual for Ohio Peace Officers

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MINORITY RECRUITMENT MANUAL

FOR OHIO PEACE OFFICERS

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PREFACE

This manual was designed to be an effective guide to assist local law enforcement agencies in their efforts to increase the representation of ethnic minorities and women as sworn peace officers. It was prepared within the framework of two basic premises. The first of these is that the taxpaying public deserves that the best qualified persons be attracted to law enforcement service. A second premise, based on the values of a free and democratic government, is that all persons should be involved in governmental processes.

Within this context it is most important to understand at the outset that minority recruitment is not to be perceived as preferential hiring--a common and very misleading error. The goal is simply to attract the most qualified minority group members. The best qualified applicants should be hired first regardless of sex or ethnic background. But it is of utmost importance to demonstrate (1) that measures of "qualified" are valid in terms of on-the-job performance and (2) that these measures do not unjustly discriminate against anyone.

A major focus of the manual is to act as an effective guide and to concentrate on matters revolving around how to develop and accomplish recruitment in an effort to attract qualified ethnic minorities and women as sworn officers. It

assumes some familiarity with the law and reporting forms regarding the employment of minorities and women, although legal background is summarized in Section I. For a more in-depth study of these issues the original documents should be examined. Among others, an excellent source document in this regard is "Equal Employment Opportunity Program Development Manual" (1974) developed by the United States Department of Justice. Furthermore, any questions of a legal nature should be referred to the agency's legal advisor.

Unless otherwise indicated, the term "minority" in this manual encompasses both racial minorities and women. While special requirements are sometimes involved in recruiting one or the other, much of the program development involves the same processes. Special note is given to the recruitment of women as needed.

Materials in this manual have been gleaned from numerous books, articles, documents, questionnaires, and existing programs. It offers an up-to-date synthesis of relevant information. In an effort to be an effective guide, materials were organized to help answer six basic questions. These questions were:

1. <u>What</u> is minority recruitment?
2. <u>Why</u> is minority recruitment important?
3. <u>Who</u> must be involved in minority recruitment?
4. <u>Where</u> should minority recruitment take place?
5. <u>When</u> should minority recruitment take place?
6. <u>How</u> should minority recruitment take place?

This guide has general application for Ohio law enforcement agencies. Although emphasis will be given to the problems of recruitment in jurisdictions having a population under 100,000, the manual represents a minority recruitment plan which is flexible enough to be adapted to the needs of any Ohio law enforcement agency. The manual was compiled based on the data which were collected from many sources including law enforcement agencies in Ohio and elsewhere. The authors reviewed minority recruitment plans that have shown both successes and failures. From these many findings, the manual was prepared, hopefully providing a step-by-step guide for <u>successful</u> minority recruitment.

R.W.S.
R.P.M.

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SECTION I

INTRODUCTION TO MINORITY RECRUITMENT

1.1 OVERVIEW

The primary missions of law enforcement have changed little since Sir Robert Peel began the Metropolitan Police nearly 150 years ago in England. The prevention of crime, the detection of criminal acts, the apprehension of offenders, and the preparation of evidence for prosecution remain the primary functions of contemporary law enforcement. Each of these functions necessitates social interaction in varying degrees. It is obvious, then, that law enforcement officers should be socially aware and be able to communicate and interact effectively with persons in their environment.

If law enforcement services are to be responsive to their respective communities, they would do well to inquire into the concepts and realities of social awareness and social communications. This inquiry is essential to initiate appropriate change.

A primary function of law enforcement organization and administration, if the goals and objectives of the organization are to be met, is to recruit, select, train, and develop personnel who can contribute to the successful attainment of organizational goals and who can respond appropriately to diverse situations. Recognizing the heterogeneous

composition of communities and the varying size of the State's law enforcement departments, there are many criteria to be considered in the selection, training, and development of police manpower.

1.2 MINORITY PEACE OFFICER PERSONNEL

It is important to understand from the beginning that the personnel process is concerned with the recruitment, selection, training, development, promotion, and retention of personnel. The word minority (meaning racial minorities and females in this manual) is rather insignificant to a sound personnel program. In reality law enforcement service is aware of the personnel process, however it may fail to understand why minorities are to be included in the process; that is, why are minority group personnel needed? Does the law enforcement service need minority representation?

1.3 THE NEED FOR MINORITY PEACE OFFICER PERSONNEL

The President's Commission on Law Enforcement stated:

> Police Departments in all communities with a substantial minority population must vigorously recruit minority group officers. The very presence of a predominantly white police force in a Negro community can serve as a dangerous irritant. . .
>
> In order to gain the general confidence and acceptance of a community, personnel within a police department should be representative of the community as a whole. But the need for competent minority group officers is more than a symbolic one. The frequent contact of white officers with officers of a

> minority group on an equal basis can help to reduce stereotyping and prejudice of white officers. Minority officers can provide to a department an understanding of minority groups, their languages, and subcultures, that it often does not have today. This obviously has some great practical benefits to successful policing (President's Commission on Law Enforcement, 1967:167).

The Commission Report presented actual testimony from peace officer commanders that Negro officers do have a special competence in Negro neighborhoods. Some of the reasons they gave were: "They get along better with, and receive more respect from the Negro residents; they receive less trouble from Negro residents; they get more information; and they understand the Negro citizen better" (President's Commission on Law Enforcement, 1967:167).

1.4 SELECTION STANDARDS

Selection standards are a critical issue in the area of minority recruitment. There are two distinct philosophies which address themselves to this issue. One philosophy is that the same standards for selection which must be demanded of a white peace officer must also be required for minority officers for equivalent positions. The other philosophy is that the standards for selection required of minority officers must be equivalent to those required of white officers for equivalent positions. The distinction between these two approaches is, perhaps, philosophical. However, the Urban League and other interest groups have taken issue with the word or term "qualified minority peace officers." These

groups ask a very logical and a very crucial question which must be considered in any discussion of personnel. The question is "What are the criteria that are essential to be qualified?" This question is indeed difficult to answer. If we change the word qualified to perform or performance, we add a new perspective but no absolute answers, i.e., minority officers selected for equivalent positions as white officers must have the cultural endowment and personal characteristics to perform the peace officer tasks effectively. However the difficulty is identifying those personal characteristics and attributes which yield acceptable standards of performance. Recognizing the ambiguous nature of the word, "standards," it is appropriate to present the following statement: "While the mere addition of policemen from minority groups will undoubtedly improve police community relations, it will not end hostility to the police if such officers are prejudiced or abusive" (President's Commission on Law Enforcement, 1967: 167). This statement suggests then that the need for minority officers is based on the following premises: (1) that minority officers will undoubtedly improve law enforcement-community relations because of visible racial characteristics, and (2) that hostility toward officers will not end if the minority officers are prejudiced or abusive. It is yet to be determined what characteristics are essential for a peace officer, black or white, to improve law enforcement-community relations and to reduce and ultimately eradicate personal prejudice and abusiveness. On the surface we have a visible

characteristic which we could call a symbolic communicative characteristic--color. In addition, personality, attitudes, and behavior patterns are not recognized as easily.

Numerically, the need for more qualified minority officers in nearly every law enforcement department in communities with substantial minority group populations has been documented. A U.S. Civil Rights Commission survey in 1962 indicated that in 124 cities in the south and border states having a Negro population of over 5,000 had a total of only 1,128 black peace officers. This figure represents one Negro officer for every 3,125 Negroes, compared to one white officer for every 490 whites, a disproportion of more than 6 to 1. In the north, the survey indicated a total of 2,937 Negro officers or one Negro officer for every 1,351 Negroes, compared to one white officer for every 442 whites. Sheriffs' Departments and State Police Agencies showed a greater disproportion between the number of Negro officers and the Negro population (United States Civil Rights Commission, 1963:3).

1.5 WOMEN AS A MINORITY

The consideration of women as a minority has many implications. First if employment representation for blacks has been argued on the basis of the racial composition of the community, can women argue that they should be employed in such numbers as to reflect the composition of their community? Such an argument would require that approximately

50 percent of all peace officer positions should be filled by women, since women represent approximately 50 percent of the total population. Such an argument has not been offered or resolved by the courts to our knowledge. The arguments which have been offered include "proving" that sex is a bona fide occupational qualification.

If the assumption can be made that law enforcement service must be aware of community problems, that it must be responsive to these problems, and that meaningful social communication-interactions are desirable, then the notion can be accepted that personnel within a law enforcement department should be representative of the community as a whole. If these assumptions are not acceptable, then the law enforcement service may not be representative of, or responsive to, the community.

1.6 WHY BE CONCERNED ABOUT MINORITY RECRUITMENT

There are several reasons why Ohio police agencies should be concerned about minority recruitment. The most compelling reason, we suspect, is that it is the law.

1.7 U.S. CONSTITUTION

The Fourteenth Amendment to the Constitution of the United States has been looked at as the guarantor of individual rights. The Fourteenth Amendment prohibits the states

from denying to any person the due process of law or equal protection of the law. Although the primary purpose of Congress in passing the Amendment was to protect blacks recently freed from slavery, over the years it has become the instrument used by persons seeking judicial protection for any minority group.

In interpreting this Amendment, the courts require that any classification used in the law be reasonably related to a valid state legislative purpose, such as the enforcement of state laws for the protection of the public. Under the U.S. Constitution all states have reserved to them the power to enact legislation providing for a body of law enforcement officers. A state also may provide that these officers may be of a certain age or meet certain educational requirements, if the state can show that these qualifications are "reasonably related" to the work the officers will perform. In this example, age and education are classifications that may be justified. In the same situation, classification of persons by race or religion would not have a "rational basis" because there is no reason to believe the persons of one race can perform the duties of a peace officer better than the person of another race. Thus, a classification by race should be called "arbitrary and invidious" and would be unacceptable under any interpretation of the Fourteenth Amendment.

1.8 CIVIL RIGHTS ACT AND EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

Another federal law, the Civil Acts Right of 1964, Title VII, prohibits discrimination and all aspects of employment on the basis of race, color, religion, sex, or national origin. Title VII of the Civil Rights Act is enforced by the Equal Employment Opportunity Commission (EEOC). EEOC's mission is to investigate charges of discriminatory practices and to prosecute, if necessary, violations of Title VII.

1.9 PRESIDENTIAL EXECUTIVE ORDERS

On the heels of the Civil Rights Act, President Lyndon B. Johnson signed Executive Order 11246 which prohibits discrimination in employment by federal contractors or subcontractors on essentially the same five bases and Executive Order 11375 which created another enforcement agency, the Office of Federal Contract Compliance (OFCC). President Nixon, in 1969, issued Executive Order 11478, which declared a policy of equal employment opportunity for women in the federal government.

1.10 EQUAL RIGHTS AMENDMENT

The Equal Rights Amendment (ERA) was approved by the United States Senate on March 22, 1972. This amendment says "equality of rights under the law shall not be denied or

abridged by the United States or by any state on account of sex." The House approved the measure on October 12, 1971; it now must be ratified within seven years by three quarters of the states before it becomes law.

1.11 LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

The Law Enforcement Assistance Administration (LEAA) of the United States Department of Justice has promulgated regulations through its Office of Civil Rights Compliance which prohibits discrimination on the basis of race, color, religion, sex, or national origin by recipients of federal funds under the LEAA program.

1.12 OHIO CIVIL RIGHTS COMMISSION

The Ohio Revised Code Chapter 4112 provides for the Ohio Civil Rights Commission. Unlawful discriminatory practices as defined by Chapter 4112.02 states "it shall be an unlawful discriminatory practice: (a) for any employer, because of the race, color, religion, sex, national origin, handicap, or ancestry of any person to refuse to hire or otherwise discriminate against that person with respect to tenure, terms, conditions, or privileges of employment, or any matter directly or indirectly related to employment."

"The Ohio Civil Rights Commission has the power of law to receive, investigate, and pass judgment on written charges made under oath of practices prohibited by Sections 4112.02

and 4112.021 of the revised code." (See Section 4112.04 Powers and Duties of the Commissions.) Simply, the State of Ohio has provided a body of law to deal with discriminatory practices and has provided for the Ohio Civil Rights Commission to actively engage in the enforcement of those laws.

Within Ohio's state planning agency for the Administration of Justice, there is an office to insure that recipients of LEAA funds do not discriminate against minorities. Its function is to make sure there is compliance with federal equal employment mandates by those local law enforcement agencies receiving federal and state funds.

1.13 SHIELD CLUB, ET AL. VS. CITY OF CLEVELAND--CIVIL ACTION U.S. DISTRICT COURT FOR THE NORTHERN DIVISION OF OHIO, EASTERN DIVISION CIVIL ACTION NO. C72-1088

This civil action is perhaps the strongest indictment of law enforcement discriminatory practices in the State of Ohio. Judge D.J. Thomas ordered the City of Cleveland "to develop written plans that will prevent racial discrimination for the screening of persons (male and female) who have passed the written examination. . ." Also the department was directed "to prepare written plans for administering and publicizing available assignments for integration of those units where marked underparticipation by minorities exists."

This case has brought screening standards, recruitment, and assignments under the eye of the federal court in Ohio. The City of Cleveland has the task now of reducing to writing, in clear terms, their process of screening, recruiting,

and assigning personnel. No longer will unwritten, arbitrary, and tradition-encrusted practices be acceptable.

1.14 DISCRIMINATION AS STATED BY EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

The policy of the United States government is to eliminate discrimination in all aspects of employment. Discrimination in employment is often traceable to a specific act of one individual as it bears upon another. It is the employer's continuing responsibility to present individual acts of discrimination and to correct the effects of such acts. But individual management or supervisory actions which result in discrimination may stem from the application of a general rule, policy, criterion, or personnel practice which is not discriminatory in intent.

The job-relatedness of hiring, placement, and promotion criteria, combined with the "business necessity" that led to their establishment, form the touchstone that measures discrimination. Whether a practice policy, or criterion that is applied across the board has in fact a discriminatory impact upon minorities and women is tested against job-relatedness. If it is not job-related, then it is discriminatory. The issue of job-related selection criteria is at the core of the problem, as established by the courts in case after case.

1.15 SYSTEMIC DISCRIMINATION

Discrimination is caused in two ways. The more important

of these is known as "systemic" discrimination. This means that the denial of equal opportunity is the inevitable consequence of some practice, and does not involve or require any specific action against the discriminatee.

The hallmark of systemic discrimination is that it involves the use of apparently neutral criteria, which are in most cases applied to all classes alike (in some cases the system is both inherently discriminatory and discriminatorily administered), which results in the denial of equal opportunity. The identification of these apparently neutral criteria is the touchstone of an investigation of a case involving systemic discrimination.

Avoiding systemic discrimination involves more than the employing organization. It includes every organization in the personnel process including mayors, civil service commissions, personnel departments, and other units of government. The next section will focus on the organizational commitment necessary to achieve successful minority recruitment through a practical process.

SECTION II

DISCRIMINATION IN THE LAW ENFORCEMENT PERSONNEL SYSTEM

2.1 INTRODUCTION

Section I presented an overview of the minority recruitment problems, laws, and experience in American law enforcement personnel administration. This Section investigates the law enforcement personnel system. The fifteen points which are addressed here begin with the organizational philosophy and carry through to the making of an employment offer.

2.2 ORGANIZATIONAL PHILOSOPHY

Organizational philosophy, which should be stated clearly in writing, should reflect the ideals of human development for the effective delivery of police service to the community. Human development means the recruitment, selection, training, and career tracking of employees for the general good of the department, the individual, and the community.

2.3 ORGANIZATIONAL COMMITMENT

The effectiveness of minority recruitment efforts will be determined largely by the commitment made by the unit of

government, generally, and by the department, specifically. The commitment to proactively seek minorities should not be an isolated exception, but a reflection of modern police management philosophy.

2.4 POLICIES AND PROCEDURES

Departmental and governmental policies and procedures must be consistent with and contribute to the stated philosophy. Department philosophy, regardless of how nice it sounds, is meaningless if recruitment policies and procedures are not consistent with it. Even when the policies and procedures are, in themselves, legal, the fact that certain practices are contrary to philosophy may indicate discrimination.

**2.5 ORGANIZATIONAL NEEDS AND GOALS

This step involves the determination and identification of new services or a modification of services that are to be performed. . . the organization identifies the potential need. . . evaluates the results to be expected, examines the relationship of the new service to existing activities, and performs other related activities.

**Sections 2.5 thru 2.16 are from AMACOM, How to Eliminate Discriminatory Practices: A Guide to EEO Compliance, New York, 1975, pp. 16-21, American Management Association.

Comment: Rarely does this step in itself lead to the introduction of employment biases.

2.6 RESOURCES NEEDED

This step is an examination of all of the resources required to provide the service identified. At this preliminary stage, no steps are taken to obtain any resources, facilities, equipment and manpower or to determine if, or where, or how they can be obtained. . . . It is after this step that the different systems will diverge--the financial requirement system to provide the finances necessary, the facilities system to provide adequate space, the employment system to acquire the necessary manpower.

Comment: This step involves primarily the identification of what is needed. Again, rarely does bias enter into the picture here. On the other hand, certain invalid social presumptions about manpower needs may surface. Thus, if a law enforcement department is launching a new juvenile program for runaway females, the presumption that women peace officers are needed might be invalid.

2.7 IDENTIFICATION OF WORK TO BE PERFORMED

This step involves the following activities: defining the steps necessary to produce or provide the product or services; determining the sequence in which the steps are to be performed; specifying the intermediate outputs occur-

ring; identifying the amount and kinds of knowledge and skill requirements at each of these steps; and determining the groupings of work that will be combined to form jobs or job groupings. . . . For the purpose of the employment process, it is important to note that decisions are made in employment which will determine the activities to be performed, and therefore the skills, knowledge, etc. to be provided by the workers.

Comment: The identification of the work to be performed involves many interactions with planners dealing with equipment, and the process permits little bias. On the other hand, prevention of future disparate effect enters in here when the knowledge and skill requirements for employees carrying out certain operations are misstated. For the major jobs, a useful way to avoid setting improper skill and knowledge requirements is by careful analysis of each position's technical requirement. This involves the development of precise job descriptions and job evaluation. To be truly nondiscriminatory, the job evaluations need to be translated in terms of skill and knowledge requirement. There are a variety of ways in which this can be done. One of them is to carry out job task and requirements analyses (JTRA's) which ensure that the skill and/or knowledge required of employees is truly job-related.

2.8 THE SURVEYING OF THE LABOR MARKET

This step involves a survey of the available and/or obtainable labor skills. The survey conducted may be a sophisticated one involving an examination of such factors as: regional facilities; rate of growth or decline of the local labor force; an examination of the degree of skill; the stability of work, and the wage level paid by other employers in the same labor market; and the level and skill of the presently unemployed. Or it may be limited to one manager calling another manager who is a friend or acquaintance. Regardless of the sophistication of the survey, it should be noted that the information obtained is one factor affecting later decisions with regard to (1) the allocation of activities to jobs; (2) advertising strategy; (3) training, etc.

Comment: Bias can enter at this step if assumptions are incorrect as to the skills, attitudes, and motivation of certain portions of the labor market. One example has to do with the assumptions made about the trainability, motivation, and willingness of persons designated "unemployable" just a few years ago. If the source of the information on which the assumptions are based is biased, or if the information gathered by the source is incorrect, merely altering procedures and methods can mean that significant numbers of this group will be utilized. If minority group members or persons with limited education or with language or cultural difficulties are removed from consideration because of false assump-

tions, the design of further steps of the employment process will reflect this and may be inappropriate for those groups. It may lead to disparate applicant flows and insufficient minority outreach.

2.9 IDENTIFICATION OF SPECIFIC JOBS

Here the decisions are made on how to group activities into jobs. The following types of questions are answered: Which activities can be done by the same person? How many different activities can one person perform? What level of complexity is involved in each? Considerations that enter at this point include expected wage levels appropriate for different groupings of skills, the number of people required in a 'crew,' etc.

Comment: Inertia is a barrier to optimal utilization of persons here: the failure to re-examine well-developed ideas concerning the way in which skills and tools are grouped into jobs and occupations. Also important here in avoiding disparate effects is the building of rational career ladders. Indeed, unless the sequence of jobs is structured so as to assure that in each job the worker learns more elements of the next job, one builds in either disparate effects or dead-end jobs. The presence of either may be interpreted as representing discriminatory practices.

2.10 DEVELOPMENT OF JOB DESCRIPTIONS

The job description is used by personnel in employment, wage and salary, and labor relations areas to understand the job content and activities and to deal with applicants for, and incumbents of, the job. The job description normally contains the following information: the tasks to be performed, the physical and environmental demands, communications required of the incumbent, his location in the organizational structure, and any special requirements needed for the job such as licenses, certifications, or training either before or after employment.

Comment: Many a job description fails to state the general skill and knowledge requirements of the bulk of the job, and vague assumptions about them are applied instead. It is usually here that a high school diploma is inserted into the requirements. When such a requirement is not job-related it is discriminatory.

2.11 DEVELOPMENT OF SELECTION CRITERIA

The next step is to translate the job description into requirements to be established for applicants. This involves the determination of the degree to which skills, interests, experiences, education, personality characteristics and physical characteristics are required for, and/or related to, performing the activities of the job. This translation of job description to employment requirements is, of course, one

of the crucial and most difficult sets of judgments to make. Inappropriate requirements may introduce selection bias by rejecting a larger proportion of some applicant groups than others.

Comment: The process of evaluating whether the selection criteria established in this step are in fact related to job performance is termed validation. Validating selection requirements is related to employee performance. At the same time, it can reveal whether bias is present in the requirements. The level at which such requirements are established is also a significant factor. Requirements can be established at levels that reject or accept the great majority of applicants.

2.12 DEVELOPMENT OF A SELECTION PLAN

After the criteria are established, a plan is developed for examining the qualifications of applicants. This plan includes the determination of how to measure the factors desired (application blank, reference check, physical examination, psychological test, interview, etc.); who will conduct the measurement; who will interpret it; the order in which the measures will be taken; which measures will be taken; which measures will be hurdles; which must be passed and which will be evaluated in combination with others; what weighing of factors will be done; who will make the final employment decision; and who will inform the applicant of the decision.

Comment: Selection bias can enter at this step when the method of measurement systematically favors one group over another. For example, if the instructions for taking a psychological test, or for completing an application form, are couched in language that is easily understood by college graduates but not by applicants with eighth-grade education, the procedure is biased in favor of those with more education. This is inappropriate unless that education is specifically required for effective job performance.

Bias is also present to the degree that the plan makes it easier for one group of applicants to present their most favorable attributes. Subtle cultural differences play a role here; for example, knowing when and to whom to provide information and knowing what kinds of information will assist one's case is critical when an interviewer combines the total package of measures and makes the final decision. The selection plan should explain to the applicant what information is desired at each step, and each applicant should be encouraged to volunteer helpful information. This is particularly important in avoiding disparate placement of women.

2.13 IDENTIFICATION OF EXPECTED APPLICANTS AND SOURCES

The organization develops an "expected target" applicant for the available openings, mostly from their past experience with similar people. Some aspects of the picture of the "expected target" include where he lives, where he works,

what media he uses for information, what he wants from a job, his attitude toward employment, and how and when he will contact the employer. All of these are required for determining the activities to be conducted in order to acquire a supply of applicants.

Comment: If an employer fails to include one segment of the potential applicant population in his target, he is not likely to have many applicants from that segment. The resultant limited applicant flow is not necessarily discriminatory, yet the effect is identical, screening members of that segment from available jobs. Recognition of such overlooked targets can be remedied by advertising in minority newspapers and setting up employment offices in minority areas.

2.14 INITIAL CONTACTS--PRE-EMPLOYMENT INTERVIEW/ASSESSMENT

The impressions and attitudes that develop as a result of this event are quite pervasive; they frequently determine the way in which each of the parties communicates to the other. The applicant generally makes the initial contact. He contacts the employer by mail, telephone, or in person. The physical and social conditions that prevail at the time of this initial contact determine the applicant's 'set' toward the employer, and the applicant's attitude, appearance, and response to the conditions that exist determine the employer's response to the applicant. The applicant generally provides an indication of interest in employment, and possibly interest in a specific opening or line of work. The

employer's representative responds by presenting information or requiring information from the applicant, either in written or oral form. The representative also decides what step the applicant takes next: whether to enter him into the funnel of the evaluation process.

Comment: Treating minorities differently at this point is common. The personnel representative may be biased and simply deal differently with minorities. When, in the pre-employment interviews (or thereafter), minorities are treated unlike other applicants, that is disparate treatment. No systemic discrimination is involved--the action is just illegal.

The manner in which the initial contact is handled may make for a disparate effect in terms of which applicants will go through the selection process. And this, of course, influences the validity of the selection procedures as well as the appropriateness of the process itself. For example, if no minority persons apply and the selection process is developed over time to differentiate between successful and unsuccessful white or male applicants, the process may well be inappropriate for minorities and females. Or if it is designed to differentiate among experienced workers, it may treat young and inexperienced applicants disparately.

2.15 THE EMPLOYMENT INTERVIEW/APPLICANT EVALUATION

In this step, the applicant is being measured and judged on various aspects. This phase may include psychological

tests, a physical examination, a background investigation, detailing of experience, or a personal interview. For many occupations, the evaluation process generally is relatively standard, the applicant is measured with many tools.

Different treatment in this step can occur in three ways: (1) providing instructions that are inadequate for some persons; (2) providing tasks or examinations that differ depending on the examiner, the size of the workload, etc.; (3) providing different physical conditions for some applicants than others (for example, having some applicants display their talents on a poorer machine than other applicants).

After the measuring has been done, each of the interviewers relays his interpreted measurements to some decision-maker who compares the measurements against the criteria established, evaluates the labor market, determines when the organization needs the employees and makes a decision on employment. The decision will include whether to hire at this time and if so, under what conditions. If the decision is not to hire at this time, the applicant may be rejected or, alternatively, he may be placed in a 'hold' pool with other applicants for possible employment at some later point in time.

Comment: The major expression of bias that can occur here is the use of different criteria for different groups of applicants. More of a given attribute may be required for racial or religious minorities or for women, to cite one example. A more subtle form of discrimination is to

defer filling the position if an "undesirable" applicant is not screened out by the established criteria and to go on searching for a "more fully qualified" applicant. This can be a realistic and nondiscriminatory act, or it can be a discriminatory one, depending on the labor market and the degree of performance to be expected from a "better" applicant.

2.16 THE MAKING OF AN EMPLOYMENT OFFER

If the evaluation is favorable, the applicant is hired. The process is completed.

Forms of systemic discrimination similar to those discussed in the above illustrations for the recruiting or hiring process may be present in the other parts of the personnel process, such as training, evaluation, and promotion.

2.17 CONCLUSION

The above points require the modern law enforcement executive to be a proactive rather than a reactive manager. It places upon him the obligation to engage in comprehensive short- and long-range recruitment planning and not to wait for a court order to force him to do his job as a professional manager. This recruitment planning is indeed comprehensive because it encompasses more than the act of recruiting. It includes philosophy of the department, policies, procedures, budgeting, civil service requirements, state and local laws,

facilities, equipment, time, and influences from within the department as well as from outside the department, all of which must be dealt with.

SECTION III

CAREER DEVELOPMENT

3.1 INTRODUCTION

Section II provided an investigation of potential areas of discrimination in the law enforcement personnel system. One aspect of peace officer recruitment is being able to demonstrate a "career potential" for all personnel--minorities and non-minorities. This section attempts to address the mechanics of career development--hopefully to demonstrate its importance in recruitment, in general, and in minority recruitment, specifically. Very simply, this section provides at least a partial answer to the questions, "Why should I join your department? What kind of a career will I have in the department?" These two questions, although focusing on things that will occur in the years following recruitment, play an immediate role in the recruit's decision to join or not to join the department. Obviously, career development is an important element for recruitment.

**3.2 WHAT IS CAREER DEVELOPMENT

Career Development is a management plan designed to

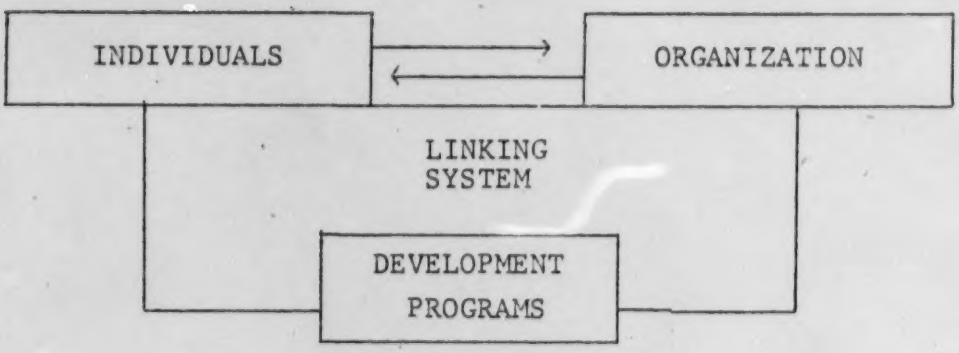
**Sections 3.2 thru 3.9 are taken from the U.S. Department of Justice, LEAA, Monograph titled Career Development for Law Enforcement, Chapter IV as edited by the authors of this manual.

systematically optimize the utilization of the organization's human resources. It is a managerial philosophy which underlies a cohesive systematic approach to personnel management. It targets organizational problems which all too often are overlooked until they can no longer be easily corrected.

A factor contributing substantially to inefficiency and ineffectiveness in organizations is job dissatisfaction. For this reason, the primary target of Career Development is job dissatisfaction, rather than the endless list of ever-changing symptoms usually treated by less systematic development plans. While job dissatisfaction can never be eliminated, we feel that Career Development can reduce it to a more productive level.

3.3 THE PHILOSOPHICAL BASIS OF CAREER DEVELOPMENT

From a philosophical standpoint, Career Development adopts a relatively uncomplicated approach to personnel management. Despite the many varied forms of Career Development found in industry and in the military, we have concluded that virtually all systems of this type may be characterized by the following model:



MODEL CAREER DEVELOPMENT SYSTEM

Before addressing the respective components illustrated by the above diagram, it is appropriate, first, to explain the need to "design" a career development system when "industry-proven" systems are already available.

3.4 THE LEAST COMMON DENOMINATOR

In the course of writing this manual, many Career Development programs were examined. Many of these programs, especially those in industry, were, in reality, executive development programs aimed at identifying the skills, education, and other attributes of prospective managers. In effect they were corporate officer candidate schools and were designed with one goal in mind: to maximize the organizational benefit of executive personnel. Most Career Development programs evaluated were more concerned with the individual. Some even provided career guidance, career pathing, and suggestions on beneficial training for positions desired by the individual. By and large, however, these programs were too

often directed to those in upper management. Frequently individuals lower in the organization were too many and too transient to be similarly "developed." In short, nowhere in industry was there a ready-made interchangeable Career Development system suitable for law enforcement.

Law enforcement is not a transient labor enterprise. Not only is the labor pool highly stable by relative standards, but also, the very nature of the work bespeaks the importance of the individual. Law enforcement management must be vitally concerned with not only the safety of the officer, but with his mental state; for this governs his ability to function effectively. No other profession gives an employee the awesome potential to take another's life, and relies so heavily on his own good judgment without the benefit of close supervision.

Job dissatisfaction at the patrol level may contribute toward a diminished level of public service, irrational acts on duty, and an improper use of authority in the performance of the law enforcement function. These symptoms are dealt with on a daily basis by law enforcement administrators and supervisors nationwide. The key to this dilemma lies not as much in the treatment of the symptoms as it does in the treatment of the cause: job dissatisfaction.

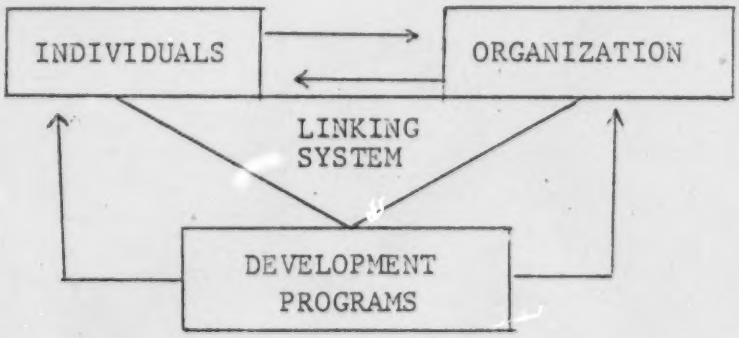
Clearly, the need for Career Development in law enforcement not only exists at the management level, but also, and perhaps even more immediately, at the line level. The need for Career Development is greatest wherever the most people

can be affected. That is, throughout the department, and not exclusively for the fortunate few higher in the organizational hierarchy. It is the key difference, this ultimate dependence on individual judgment, which sets apart law enforcement's needs from those of other organizations.

In writing this manual, it was necessary to reduce all known systems to their basic elements. After considerable research, four elements were identified as being common to all Career Development systems, regardless of their size, complexity, or organizational intent.

3.5 THE FOUR ESSENTIAL ELEMENTS

The four essential elements in any Career Development program are the following:



The diagram indicates the basic relationship of the various components. While individuals comprise the organization, they can also be considered apart from the organization. It is assumed that people affect the organization and vice versa.

Basically, Career Development is the identifying of Individuals and Organization characteristics, the identification of needs in both areas through the Linking System component, and finally, meeting those needs through the Development Programs component.

3.6 INDIVIDUALS

It is necessary that all individuals within an organization be identified as to their:

A. attitudes
B. capabilities (strengths and weaknesses)
C. desires
D. skills
E. potential
F. drive
G. capacity
H. performance

If an organization is to make any meaningful evaluation of its work force, it must have ready access to the types of information suggested above. This is the first step in identifying personnel needs regarding:

Training (increasing technical proficiency)
job rotation
understudy
training class

Education (increasing conceptual proficiency)
personal development
sensitivity
exposure to new concepts

Accurate and fast access to personnel information is essential.

3.7 ORGANIZATION

A concurrent need along with personnel information is organization information. In much the same way that information regarding personnel attributes is necessary, so also is information regarding organization attributes essential. This takes the basic form of a Position Specification for each unique position.

When a Position Specification is completed for each position, a vast store of data will be available concerning the requirements of the Department based on the types of jobs therein and their individual demands.

If any accurate assessment of the Department's needs is to be made, this information first must be available. This task is not as simple as it may first appear. The difficulty is that there is now an industry-wide controversy over exactly which information is of most value in "getting to know the organization." Although there exists a controversy in industry, one thing is certain in government and that is that civil service guidelines are significant factors to the formulation and implementation of organizational personnel policies and practices. It is important, therefore, that civil service (where applicable) guidelines be reviewed conscientiously and that a legal opinion be received for any area which may yield conflict.

The same caution must be offered when considering labor unions and collective bargaining groups. A rule of modern

participatory management is to solicit participation from every organizational sector that may be affected by the decision to be made.

Some job evaluation techniques prefer to characterize each respective position in terms of the Skinnerian Stimulus-Response (SR) Theory; e.g., measure each man's raw materials when he begins, then measure the completed work product when he is finished. The net change, from beginning to end, including all related tasks, is the measure of each man's job description. This SR approach to determining job descriptions is useful in some applications involving mechanical or manipulative processes, but it suffers from a serious flaw. The Skinnerian SR approach only measures change, not process. It fails to measure such intangible commodities as supervisory or financial responsibility, creativity, education required, mental skill, etc., and therein lies its major shortcoming.

It is an unfortunate truism in the state-of-organizational-art that job evaluation techniques are not presently reducible to a set of specific formulae. Put bluntly, it is still a subjective matter. Recognizing the inherent short-comings of the Skinnerian approach, we chose not to emphasize change as our criteria, but rather to consider both process and change. Our intentions were to measure both the intangible qualities of process and the finite quantities of change.

We do not purport to have selected the "best" criteria suitable in all cases, for all agencies. Rather, we feel that our selection of criteria is best suited to our own needs, and we hope that others, after careful evaluation of

their own departments, may find our selection of value for their own applications.

Obviously, any successful Career Development program must include a method to identify the needs and demands of each specific position in the organization as well as a method to identify the needs and interests of each employee. Parallel systems must therefore be developed.

Given, on the one hand, that the organization recognizes both qualitatively and quantitatively the demands it makes on its officers, and, on the other hand, that each individual has been fully assessed as to his needs, desires, and abilities, then it follows that there should be some means to reconcile these two data sources into a mutually optimal agreement. It is important, however, that the information concerning each must be compatible. This requires the use of an unorthodox type of personnel information.

No longer can the traditional biographic personnel information customarily contained in most agencies' files be considered sufficient. In building a new, more comprehensive personnel management system we must look toward newer, more useful kinds of personnel information.

3.8 LINKING SYSTEM

Once data have been gathered and made available concerning the Department and its people, some means must be established to analyze these data. The primary purpose of the linking system is to identify short- and long-range needs in

both the organization and its members. This may be accomplished by employing a number of different techniques.

Comparison:

Department needs - individual capabilities
Individual needs - department potential for meeting needs
Department goals - individual goals

Quality Control:

Performance evaluation
Cost-benefit analysis
Feedback loops

Planning:

Manpower forecasting (change charting)
Organizational forecasting (organization in light of environmental change)

Career Counseling is an integral component of a Career Development plan. It forms the basis of the linking system component. No other technique can match personal counseling's unique ability to evaluate the individual. A Career Development proposal must include some provision for evaluating the capabilities, experience, training, drive, and needs of each individual in the program. Career Counseling is the cornerstone of success in the Career Development program. It is at this point that the needs of the individual and the organization will be compared, evaluated, and suggestions for remedial action be given when necessary.

This area of needs identification is a critical one. Accurate assessment of needs is based on accurate data which are properly interpreted and analyzed. This is the area which "ties it all together."

3.9 DEVELOPMENT PROGRAMS

Development programs may be divided into the following areas:

A. Vocational
B. Personal
C. Conceptual
D. Leadership (management skills)
E. Application

The first four areas concentrate on the individual. The last, while involving the individual, concentrates on the organization. The organization must be so arranged that the individual is permitted to apply what he has learned.

This is the change agent function of the Career Development system. The preceeding phases have identified individual and organizational characteristics and have analyzed the data to indicate needs. Now, something must be done to meet those identified needs. This may be accomplished through development programs designed to meet individual and organizational needs. Some examples are:

A. Career planning
B. Coaching
C. Conceptual development
D. Delegated duties
E. In-service training
F. Job enrichment
G. Job rotation
H. Organizational restructuring
I. Outside (civic) programs
J. Personal counseling (career)
K. Personal development
L. Personnel exchange
M. Public speaking
N. Role playing
O. Selected training programs
P. Self study
Q. Sensitivity training
R. Special problems research
S. Understudy

The above listing of examples is by no means considered complete, but is given to show the general types of programs which may be considered.

Historically, Career Development programs have dealt with the executives of the organization. Personnel systems have traditionally failed to recognize the need to be responsive to employees who are not yet executives. Career Development must affect all levels within the organization.

SECTION IV

DESIGNING A MINORITY RECRUITMENT PROGRAM

4.1 INTRODUCTION

Previous sections concentrated on the why, what, and who of minority recruitment. This section focuses on questions involving when, where and how minority recruitment should take place.

Before any program begins it is essential that the operation has been well planned. No program succeeds without a solid planned basis. At the onset, minority recruitment should be seen as part of an overall recruitment effort. It should be seen as a continuous operating process. Previous recruitment efforts that have been "one-shot" programs have not been very successful. For this reason recruitment programs should include long range planning.

4.2 ESTABLISHING GOALS AND OBJECTIVES

Recruitment By Objective (RBO) is essential for successful minority recruitment. There are two overriding factors in RBO. The first is obvious--jobs must in fact exist. Nothing has a greater chilling effect than to proceed with a program to attract potential applicants and then announce that no jobs are open. Although, as previously suggested,

more successful recruiting is a continuous effort, minority persons must also be satisfied, functioning employees. If a minority person is a satisfied employee, he or she will be more likely to tell friends and thereby become a valuable link in future recruiting through personal impact.

Before specific recruitment goals can be stated effectively, it is necessary to write down in a systematic way the race and sex of sworn officers currently serving in the agency. This means that a self-audit of the department is necessary. This self-audit will serve to initiate the process of change. A self-audit should follow the guidelines of the Law Enforcement Assistance Administration (LEAA) which identifies minority groups as:

A. Black
B. American Indian
C. Spanish surname
D. Asian American
E. Other (define)

In addition, the LEAA guidelines require the analysis of women separately from other minorities with cross classification by sex throughout so that the ethnic groups of minority women and men will be reflected in the report. These guidelines provide the opportunity to make necessary changes.

Taking these guidelines into account, the self-audit of sworn personnel can be tabulated by using the example that follows in Figure 1. (The figures are hypothetical and will be used for explanation purposes.)

FIGURE 1

EXAMPLE OF DEPARTMENTAL SELF-AUDIT OF SWORN PERSONNEL

Sworn Personnel by Sex

Ethnic Group	Number of Males	Percent of Total	Number of Females	Percent of Total	Total by Group	Percent of Total
White	85	85%	5	5%	90	90%
Black	7	7	1	1	8	8
American Indian	0	0	0	0	0	0
Spanish Surname	2	2	0	0	2	2
Asian American	0	0	0	0	0	0
Other	0	0	0	0	0	0
Total	94	94%	6	6%	100	100%

The first step is simply to tabulate each sworn peace officer in the correct category. In Figure 1, for example, 85 officers were tabulated in the white, male category; one officer was tabulated in the black, female category, and so forth. The total number of males and females for each ethnic group is then determined. For example, among the white group are 85 males and 5 females making a total of 90. The total of number of sworn personnel is then arrived at by adding the number of males and females among all ethnic groups. In the Figure 1 example this total is 100 persons. All percent figures are then tabulated using this total number of sworn officers as the base. To illustrate, the percent of white,

male officers is figured by dividing the number of white, male officers--in this case 85--by the total number of all sworn officers--in this case 100--which equals 85 percent ($100\overline{)85.00}^{.85}$). Similarly, the percent of black, female officers is 1 divided by 100 ($100\overline{)1.00}^{.01}$) which is 1 percent.

Once this has been accomplished there is some basis for establishing goals for a minority recruitment program. The percent figures in each category in the law enforcement department now must be compared to the percent of persons in each category in the general community population. This information for Ohio communities can be found in General Social and Economic Characteristics for Ohio, United States Bureau of Census, Series PCIC Ohio. Recruitment efforts should be focused among those categories where discrepancies exist. For example, if black persons comprise thirty percent of the local community population but make up eight percent of the law enforcement department's sworn officers, efforts should be directed toward increasing the percent of black sworn officers.

Once this phase has been accomplished, it is possible to move more directly into Recruitment By Objective (RBO). Realistic goal statements for a recruitment program should be written at this time. Such statements might read like this:

A. To increase the number of sworn female black officers from one percent to six percent between January 1, 1978 and June 30, 1979.

B. To increase the number of sworn male black officers from seven percent to twenty percent between January 1, 1978 and January 1, 1981.

Such RBO statements clarify the job at hand. They indicate a change in quantity to be accomplished within a stated time period. In this way these statements serve as guides to initiate the process of change. Furthermore, as will be discussed more fully in Section 5.2, they provide a sound basis for the important step of evaluation.

4.3 THE RECRUITER

The selection and commitment of a recruiter is extremely important. This person is charged with the responsibility of presenting law enforcement as a desirable career. For this reason the person(s) selected as a recruiter should have:

A. unswerving commitment to this task
B. high acceptance in the minority community (which usually means this person should be a minority member)
C. ability to communicate with minority community members
D. a complete knowledge of his agency, especially in the area of personnel policies
E. a temperament to withstand non-cooperative attitudes should they arise from fellow officers and minority members
F. a thorough understanding of minority recruitment
G. a successful career as a peace officer with supervisory rank.

Recruiters should undergo a successful period of training. The objective of this training is to ensure that the recruiter can demonstrate those characteristics listed in items A through F above. An initial step in this regard is

to become familiar with the contents of this Manual including the suggested references. In addition, law enforcement administrators need to become aware of the many training resources available from both the public and private sectors. Local companies specializing in sales are a good source of assistance as are colleges and universities in the area. Administrators also need to be alert for appropriate courses offered at the Ohio Peace Officers Training Academy.

In all cases, recruiters should be sworn personnel as opposed to civilian personnel. Whether or not an agency has one officer assigned to recruitment or establishes a recruitment team depends almost entirely on the size of the agency and manpower resources. In either event there must be direct access and responsibility to the chief. If resources permit only one officer being assigned to recruitment, it should be on a full-time basis. If resources do not permit full-time assignment, recruitment should be operated on a continuous basis.

Whenever possible recruiters should be minority members with supervisory rank. This demonstrates immediately to minority community members that the agency hires, promotes and retains minority persons. In this way distrust of peace officers is more likely to be lowered and better communication is more likely to result. In larger agencies where recruiting teams are feasible, members from the majority race should be involved. In such cases, the racial composition of the team should generally reflect the makeup of the community.

A statement adapted from Local Government Personnel Administration suggests that recruiters, whites or members of minority groups, males or females, need to communicate with community leaders and representatives of various organizations on a regular basis to encourage their members to consider careers as peace officers. Minority and disadvantaged individuals may be inspired to apply for work as peace officers if recruiters use outreach techniques such as visiting local hangouts (drugstores, gyms, and recreation centers) and asking welfare and religious workers to refer to them individuals who may qualify for work as a peace officer. The effective recruiter is one who has developed a "feel" for the problems and challenges in recruiting and thus can determine which types of recruiting methods will succeed given a certain vacancy and given a certain locale and its labor pool.

Among small agencies consideration should be given to the idea of a regional recruiter. That is, a person who would recruit for several agencies which are perhaps located in a several-county area. In this way costs could be shared while, at the same time, active visible recruitment would be taking place.

4.4 ADVERTISING

The success of any recruitment program depends in large part on well designed advertising. Minority leaders should have a strong voice in recruitment campaigns, especially in

preparing advertising. There are numerous methods and approaches available to law enforcement departments. It is imperative that all materials and methods used include a statement that the department is an equal opportunity employer.

Advertising literature must be designed to attract the attention of interested applicants. Blacks and women should be pictured. Generally ads that display originality in logos, drawings, and cartoons will attract attention. The message contained with the ad should emphasize those factors likely to appeal to those particular minority group members. Ohio peace officers have indicated (see Appendix A) that pay, fringe benefits and job security are factors likely to appeal to black males. Among white females, pay, the interesting nature of the peace officer's work, and fringe benefits are factors likely to have appeal. Among both black males and white females the opportunity to be of service could also be appealing. (Note: There are not a sufficient number of black female peace officers to determine factors likely to have recruiting appeal.)

It is important that basic requirements and qualifications be placed in the ad. The ad must also encourage an immediate response by readers. One method is to ask the potential employee to phone, write and/or visit the appropriate office. Including a name, phone number, and time for calling encourages a response from interested persons. (See Appendix B for sample brochures.)

All recruitment literature must be readable and understandable. There are many possible locations and means by which recruitment literature may be distributed. A partial listing would include:

A. post offices
B. recreation centers
C. barber and beauty shops
D. churches
E. filling stations
F. high schools
G. colleges
H. employment agencies
I. national guard centers
J. day care centers
K. shopping centers.

In addition, recruitment literature can be inserted in:

A. public housing bills and receipts
B. tax forms
C. welfare checks
D. application forms for licenses
E. calls to jury duty.

4.5 EXAMINATION ANNOUNCEMENT

Examination announcements should also include eye-catching pictures and drawings. The announcement should include:

A. a description of the position
B. minimum qualifications
C. information about how to make application
D. promotion possibilities
E. fringe benefits
F. an equal employment opportunity statement.

4.6 NEWSPAPERS

The daily newspaper is one important means which brings job openings to the attention of minorities through the use

of ads and displays. Since available evidence indicates that both the general media and the minority media are equally effective, both should be used.

In addition, efforts to issue news releases featuring peace officer personnel can aid recruiting. Such an effort raises public awareness and at the same time contributes to good employee morale, which supports recruitment.

4.7 TELEVISION AND RADIO

A concerted recruitment effort can bring information about job opportunities in law enforcement departments to the listening and viewing public in a number of different ways. Some would be paid ads while others would be appearances on public interest programs. Some examples to consider are as follows:

A. 30 second spot announcements
B. news releases
C. interviews
D. public service announcements
E. educational programs/announcements
F. talk shows/panel discussions featuring women and minorities

4.8 WORK STUDY PROGRAMS AND INTERNSHIPS

Internships and cooperative work-study programs are two very effective means of recruitment. Many colleges and universities have established programs providing for varying periods of study and study-related work. Because these programs can be, among others, very efficient and effective

recruitment devices, law enforcement agencies should support and participate in such programs. This would be especially advantageous for those agencies located in areas where there are colleges with a substantial minority and/or female enrollments.

4.9 OPEN HOUSES, VISITS, SPEAKERS

Recruitment of minorities also can be encouraged by such means as regularly scheduled open houses with appropriate displays and encouraging people to consider a career in law enforcement. Similarly, recruiters may visit and speak to such groups as high school and college classes, community organizations and civic clubs.

There are several existing programs that can also provide a very good source for minority recruits. Especially good in this respect are the law enforcement programs in the eleventh and twelfth grades in the Joint Vocational Schools. Other potential sources include law enforcement explorer scout programs, part-time officer programs and cadet programs. Recruiters should make every effort to maintain close contact with these programs.

4.10 AIDING THE PROSPECTIVE RECRUIT

Between the time of initiation of recruitment and test dates, follow-up contacts should take place. Such efforts are the recruiter's responsibility. Evidence indicates

that minority applicants are somewhat prone to drop out of the selection process. A bi-weekly phone call or personal letter assuring the person of the agency's sincere interest in hiring him/her, if the person is qualified, helps to sustain interest during the selection process.

Another effective technique to use during this time is to provide tutorial services to prospective recruits. Such an effort can be viewed as protecting the earlier recruitment investment. Again, any tutorial services are the responsibility of the recruiter. Planning such a program requires attention to such details as:

A. site location
B. class times and schedules
C. class size
D. instructors.

The major aim of such a program is to concentrate on any individual weaknesses and needs. Normally areas that should be included in a tutorial course outline are:

A. reading skill and comprehension
B. English grammar usage
C. vocabulary
D. mathematical computation
E. word relation exercises
F. oral self-expression.

The use of a test at the beginning and end of the course, as well as mock interviews and mock oral exams are potentially effective techniques to include in the tutorial experience.

SECTION V

EVALUATION AND RECORD KEEPING

5.1 INTRODUCTION

A purpose of evaluation is to make adjustments in on-going projects. If evaluative data are available it can help management make more effective decisions concerning whether a program should be continued as is, modified, or replaced. In this way evaluation is a resource which supplements and aids management. Evaluation should address program goals and must neither be an exercise in ridicule or personal insult, nor address the personalities or character of individuals or groups of individuals.

As has been emphasized throughout this manual, the success of a minority recruitment program depends in large measure upon commitment to the program. This includes commitment to the evaluation component of the program. There must be an expressed willingness on the part of the chief, the recruiters, and others connected with the program to plan and carry out effective evaluation. Effective evaluation depends on a positive attitude toward evaluation by the chief and other administrative personnel.

5.2 DEFINING EVALUATION

Evaluation is usually considered to be an aspect of the scientific method. It seeks to conduct inquiry in a logical and objective manner, free from personal bias and whim. Evaluation is applied research. It can be both qualitative and quantitative, but it is more likely to be quantitative. It is largely descriptive, although it occasionally includes explanatory elements.

The process of evaluation includes four basic steps:

A. statement of objectives
B. identification of proper criteria to be used in measurement
C. determination of the degree of success
D. recommendations for future program activities.

By completing the process of evaluation, comparisons can be made to determine whether one activity, approach, or method is more suitable than another.

5.3 LINK TO RBO STATEMENTS

The importance of RBO statements was discussed and illustrated in Section 4.2. In program evaluation, goals and assumptions are often complicated and difficult to uncover. Nevertheless formation of goal statements is important if evaluation is to be pertinent and not wasteful. Such statements provide guidelines for program planning as well as guides for evaluation. A fundamental purpose of evaluation is to determine whether a program is doing what it is intended to do; that is, whether it is meeting its goals. In order to

decide whether goals are being met, it must be clear what the goals are. This is why RBO statements are important.

5.4 SETTING UP EVALUATION

The person(s) actually charged with this process must make every effort to approach this task in an objective manner. Throughout the evaluation, those involved must clarify their own thinking in order to be aware of possible ways their own values or opinions may bias the evaluation.

It is obvious that those people doing the evaluation should have a broad understanding of minority recruitment for law enforcement agencies and be knowledgeable concerning the specific program they are evaluating. If evaluators are unfamiliar with the program, problems are likely to develop which could lead to shoddy and ineffective results.

A major task of setting up evaluation is to gather information from various sources. This information must be relevant and useable for the evaluation demands of that given program. It should include sufficient facts and figures and should avoid being too general. To aid in this process Suchman devised the following checklist:

A. What kinds of objectives is the program concerned with? That is, are we primarily interested in behaviors, in knowledge, or in attitudes? Is the program trying to maintain these objectives or to change them?

B. Who is the target of the program--individuals, small groups, the whole community? Does the program deal with the target directly or indirectly through an intermediate target group?

C. What is the time span with which we are concerned? Is the program primarily interested in immediate results, or in long-range change or maintenance, or both?

D. In either long- or short-range terms, are we talking about a single goal or a cluster of goals?

E. How great must the effect of the program be before we consider it a success? Must it reach all of its potential target or only some proportion of it? Must we be able to observe major changes, or will we be content with small ones?

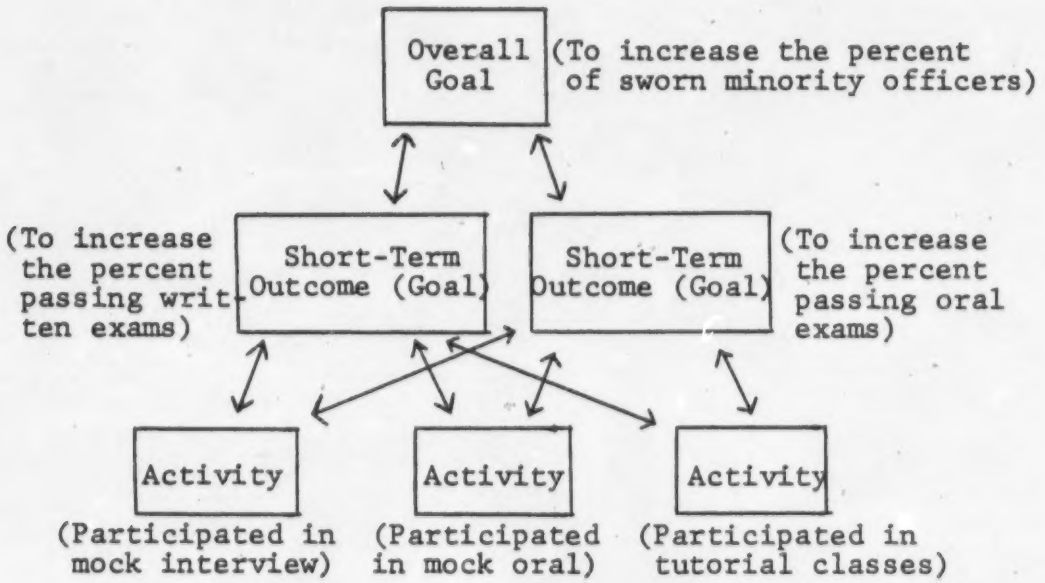
F. Finally, what are the means to the program goals? Who is to carry out the program, what will they do, and how shall we measure their success? This latter question leads to the problem of setting up criteria, which must be clearly distinguished from setting up the goals themselves.

5.5 MULTIPLE GOALS AND ACTIVITIES

In actuality any given program, including a minority recruitment program, will have many goals (RBO Statements) to be evaluated. While an overall goal is to increase the percent of sworn minorities within an agency, there are other more specific and shorter ranged goals and activities tied to this general goal. The process of evaluation can be aided by depicting these multiple goals and activities on various levels within a triangle as shown in Figure 2 below:

FIGURE 2

TRIANGLE OF ACTIVITIES AND GOALS



By utilizing this illustration one can see, for example, the logical connection between participating in a mock oral, passing the oral exam and eventually becoming a sworn peace officer. Any worthwhile evaluation would thus include figures and information concerning this specific activity and short-term outcome as it relates to the overall goal. All of the many other activities and short-term outcomes contained in a minority recruitment program can be depicted in this way. By following this procedure the types of information necessary to make decisions regarding all aspects of the program is more likely to be collected and analyzed.

5.6 IN CONCLUSION

If minority recruitment is to be successful there are structural factors involved in the process of testing, training and hiring that must also be evaluated and changed. While these matters may or may not be included in formal RBO statements, they absolutely must be examined and evaluated if agencies are truly dedicated to a reasonable increase in the percent of sworn minority peace officers on the force. In this regard a set of statements adopted from Who Will Wear The Badge? (pp. 30-33) is most appropriate.

A. The traditional process of screening, testing, and training peace officer applicants and recruits needs to be thoroughly overhauled--first, because it presently places a heavy burden upon many minority Americans; and second, because there seems to be no demonstrable evidence that the system either brings in the best people for the job or teaches them the right combination of skills. We are not recommending that law enforcement departments "lower their standards"; on the contrary, we recommend that they raise standards in accord with contemporary public needs. And one of those needs is for more minority member peace officers.

B. The basic written test eliminates more minority peace officer applicants than any other single step along the way. The tests vary, but nearly all claim to measure a person's intelligence. These tests are clearly culturally biased and they should be modified as quickly as possible. No one knows precisely what they test or how well they predict a recruit's future performance on the job.

   Failing this, cities and states have an obligation to provide pretest training for all applicants, especially those from minority groups. This obligation stems directly from the recruitment process. For example, as soon as a law enforcement agency embarks upon a campaign which attracts black applicants, it must face up to the problems of the 60 to 90 percent whom the test consistently rejects.

C. If the test predicts anything, it may be the recruit's performance in the training academy. But one of the prime aims of the academies, it appears, is to instill a paramilitary esprit among the recruits. Little or no allowances are made for the black persons or the Spanish Americans who find themselves alone in this most rigorous of white worlds. Moreover, there appears to be only a tenuous connection between much of the training recruits get and the skills they will need as a police officer. We therefore recommend:
   (a) a revision of standard academy curriculum and climate, beginning with an analysis of the kinds of jobs police officers must perform and the skills they need to perform them competently;
   (b) the hiring of black and Spanish American teachers of both sexes; and
   (c) a counseling program for all trainees, with special emphasis on minority member trainees.

D. Some of the more marginal eligibility qualifications penalize minority applicants and could be eliminated without undue threat to law and order. Specifically, some law enforcement agencies demand a minimum swimming proficiency. There is no reason why swimming cannot be taught at the training academy, along with everything else. Similarly, all agencies insist that the recruit know how to drive, although many youths have never had the opportunity to learn. This, too, could be taught at the academy. The training period might also be lengthened for some applicants, both to allow for additional courses and to give recruits a chance to pass standard courses that are causing them trouble. The time spans of academy training programs vary from agency to agency by as much as six weeks; there is no reason why they should not also vary from applicant to applicant, depending upon their needs.

E. Many minority applicants drop out of the race before taking the test--in some cases even before filling out the application. The applicant's initial encounter with the recruiter appears to be crucial. It would be helpful if law enforcement agencies employed professional counselors to interview applicants at this early stage--not to screen them out but to encourage them to stay in.

F. Here are some changes that can be made quickly:
   (a) Those agencies which have not assigned blacks and/or Spanish Americans of both sexes to places on oral interview boards should do so. All-white, male interview boards do nothing to

close the credibility gap between peace officers and minority citizens.

(b) The family interview--used frequently in background investigations--should either be modified or abandoned. For example, the interviewers are usually white, and some of the traits they look for--neatness, articulateness, enthusiasm--may be hard to come by in low-income households. A person who moonlights, for instance, may be too weary to please the interviewer.

(c) Medical standards which merely lower the city's liability risk, but do nothing to improve the quality of a peace officer, should be revised. Some of these standards may penalize applicants who have grown up in areas where health services are often inadequate.

(d) The height minimum should be lowered or eliminated. It is viewed by many minorities as discriminatory. Yet, no one has ever made a convincing case for the proposition that a short person makes a bad peace officer.

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APPENDIX A

RESULTS OF SURVEY AMONG MINORITY PEACE OFFICERS IN OHIO

Minority peace officers were asked to rank in order of importance those factors they felt would be effective in attracting persons of their same ethnic group and sex. The results are presented in Tables 1 and 2:

TABLE 1

BLACK MALES

RANK

	1		2		3		4		5	
Factors	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Job Security	10	25.0	4	14.8	2	9.1	2	66.6		
Pay	22	55.0	11	40.7	12	54.5			1	100.0
Interesting Work	1	2.5	1	3.7	3	13.6				
Service	5	12.5	3	11.1	2	9.1				
Fringe Benefits	2	5.0	8	29.6	3	13.6	1	33.3		
Total	40	100.0	27	100.0*	22	100.0*	3	100.0*	1	100.0

*rounding error.

TABLE 2

WHITE FEMALES

RANK

F	1		2		3		4	
Factors	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Job Security	3	16.7	4	22.2	1	7.7	1	33.3
Pay	9	50.0	6	33.3	1	7.7	1	33.3
Interesting Work	3	16.7	2	11.1	7	53.8	1	33.3
Service	2	11.1						
Fringe Benefits	1	5.6	6	33.3	4	30.8	—	—
Total	18	100.0*	18	100.0*	13	100.0	3	100.0*

*rounding error

Minority peace officers were asked why they decided to become peace officers. The results are presented in Table 3.

TABLE 3

	ETHNIC GROUP			
	Black Males		White Females	
Factor	No.	Pct.	No.	Pct.
Pay	6	9.0	5	13.2
Job Security	14	20.9	2	5.3
Service	26	38.8	7	18.4
Interesting Work	10	14.9	14	36.8
Professional Career	5	7.5	4	10.5
Family Member a Peace Officer	4	6.0	3	7.9
Other	2	3.0	3	7.9
Total	67	100.0*	38	100.0

*rounding error

APPENDIX B

SAMPLE BROCHURES

The City of Lakewood, Colorado
Department of Public Safety

Police Agent

Salary

(Effective January 1, 1976)

Recruit Entry: $934 per month.
Agent Salary Range: $934–$1,610 per month.

The City

Lakewood, Colorado, was incorporated in June, 1969. It is a progressive City of 128,000 population in an area of approximately 38 square miles, located immediately west of Denver at the foot of the Rockies.

Required Examinations

In addition to having a dependable background, applicants must qualify in all phases of testing: physical fitness, psychological, intelligence and medical tests, plus polygraph and extensive oral board examination.

Qualifications

Recruit Level: Bachelor's degree in any field; Men and women between 21 and 35 years.

Department and Duties

Lakewood Police Agents are well-educated men and women, intensively trained to render the sensitive and vital public services required of the modern law enforcement officer. They are dedicated to the highest ideals of American police service, eager to be a part of a city government that intends to keep Lakewood a pleasant place to live. Under the system of management which the Lakewood Department of Public Safety has adopted, Police Agents are responsible for participation in the development and implementation of crime prevention and general police activity programs. Rotating assignments to various divisions within the Department provide the individual Agent with broad experience in the police field. Lakewood Police Agents must be outstanding individuals in terms of enthusiasm, education, temperament, and reasoning ability. Only the above-average and outstanding will be considered for employment.

The City of Lakewood, Colorado is an Equal Opportunity Employer

(See Reverse Side for Further Information)

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There's One To Be Done In Your Community

PROTECTING IT?

Help Stamp Out.

Drug Addiction
Robberies
Muggings
Corruption
Exploitation
Fear
Neglect

Check Us Out

For Further Information Visit [illegible] nal Urban League.
Ask about LEEMP (LAW ENFO[illegible]MENT MINORITY MANPOWER PROJECT)

National Urban League, Inc.